

**West of England Joint Transport Plan 3  
Preferred Option  
Equalities Impact Assessment**  
July 2010

**Halcrow Group Limited**

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## Contents Amendment Record

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# 1

## Introduction and socio-economic context

### 1.1

#### ***Introduction***

The Equality Impact Assessment (EqIA) in this report presents impact assessment of the emerging Joint Local Transport Plan 3 from an equality perspective. This assessment is now a legal obligation under which local authorities and public bodies must consider, and identify the potential adverse impacts of major developments, strategies and policies.

Under the Race Relations (Amendment) Act 2000 (RRAA), the Disability Discrimination Act 2005 and under the Equality Act 2006 local authorities are required to identify all functions and policies which have a race equality dimension and to carry out an impact assessment against these functions and policies.

Equality Impact Assessment is a valuable tool for assessing expected outcomes of proposed policies and services. Guidance at national and regional level states that an EqIA is a technique to identify whether the scheme, project, function, service, policy or procedure has a potentially adverse impact on equality of opportunity. It should also seek to identify any unmet needs, on the basis of a person's race, gender, disability, age or faith or in terms of relations between or within those groups, and how these can subsequently be addressed. Councils have a statutory duty to promote equality on the grounds of:

- Race, ethnicity, equality / discrimination;
- Gender and transgender equality / discrimination;
- Disability equality/ discrimination;
- Age equality/ discrimination;
- Religion and belief equality/discrimination, including religious intolerance;
- Sexual orientation

Additionally depending on the characteristics of the study areas, it is useful to include other factors such as income deprivation. The overarching objectives of such duties are to create cohesive, inclusive and fair communities where the diversity of people's backgrounds and circumstances is appreciated and positively valued and those from different backgrounds have similar life opportunities.

### ***Background and context***

The West of England Joint Local Transport Plan 3 (2011-2025) sets the vision for how the area's transport network will look in 2026. The key goals and challenges of the JLTP are to:

- Reduce carbon emissions
- Support Economic Growth – tackle congestion; maintain transport infrastructure; ensure readiness for housing and employment growth;
- Better Safety, Health and Security – improve road safety particularly for most vulnerable; encourage active travel; address personal security; improve air quality
- Promote Equality of Opportunity – improve accessibility to health, employment and other local services; support regeneration
- Improve Quality of Life – minimise transport noise; protect natural and built environment; promote better access to leisure activities; enhance journey experience

The West of England is the gateway to the South West as well as its economic powerhouse accounting for 26% of the region's economy. The sub-region's overall economic prosperity however masks areas of severe deprivation and groups of socio-economically disadvantaged people.

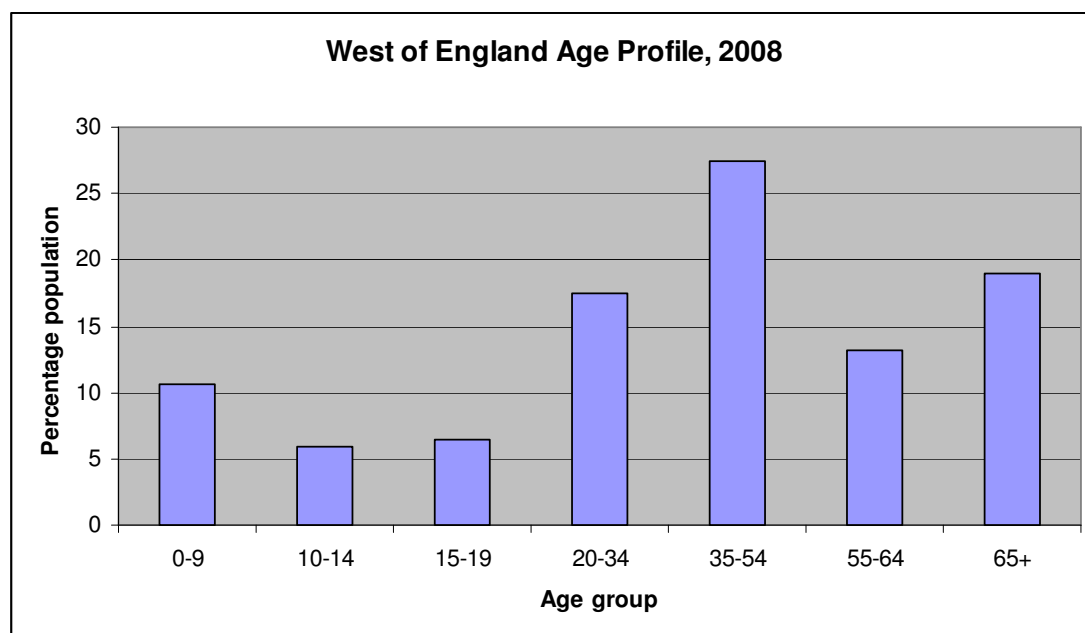
This section assesses the socio-economic profile of the West of England. The key variables assessed include age, gender, race, faith, income, disability and deprivation. The analysis focuses on the four local authorities that make up the West of England Joint Local Transport Plan, i.e. Bath and Northeast Somerset, the City of Bristol, North Somerset and South Gloucestershire.

### ***Population and age***

According to the 2008 mid-year population estimates the West of England has a total population of some 1.1 million people. The City of Bristol is the biggest of the four local authorities with a population of 421,000, followed by South Gloucestershire (258,000), North Somerset (207,000) and Bath and North East Somerset (180,000).

The West of England's age profile reflects very closely that of England as a whole and is generally well balanced as illustrated in Chart 1.

**Chart 1: West of England Age Profile, 2008 (mid year estimates)**



Source: Nomis

### **Gender**

In terms of gender split, women slightly outnumber men across the West of England, although the split is virtually 50-50 in Bath and North East Somerset and the City of Bristol (Table 2).

**Table 2: West of England Age Gender Profile, 2008**

	Men	Women
<b>Bath and North East Somerset</b>	89,400	90,800
<b>Bristol, City of</b>	210,800	210,500
<b>North Somerset</b>	101,500	105,400
<b>South Gloucestershire</b>	127,900	129,800
<b>West of England</b>	529,600	536,500

Source: Nomis

### **Race**

The West of England as a whole has relatively low levels of ethnic diversity with white people accounting for at least 97% of the population in three out of the four local authorities and 95% across the sub-region. Only the City of Bristol has a sizeable ethnic minority population (Table 3).

**Table 3: Ethnic breakdown, 2001**

	Bath and North East Somerset	City of Bristol	North Somerset	South Gloucestershire	West of England
<b>White</b>	97%	92%	99%	98%	95%
<b>Mixed Race</b>	1%	2%	1%	1%	1%
<b>Asian</b>	1%	3%	0%	1%	2%
<b>Black</b>	1%	2%	0%	0%	1%
<b>Chinese</b>	1%	1%	0%	1%	1%

Source: Census 2001

### ***Faith***

Reflecting the area's predominantly white racial profile, Christianity is the main religion across the West of England, accounting for 69% of all people living there. A fifth of people describe themselves as having no religion while 8% do not state their religion. No other religion is followed by more than 1% of people across the sub-region although the City of Bristol has small Muslim, Hindu and Sikh communities (Table 4).

**Table 4: Faith composition, 2001**

Religion	Bath and North East Somerset	City of Bristol	North Somerset	South Gloucestershire	West of England
<b>Christian</b>	71%	62%	75%	74%	69%
<b>No religion</b>	20%	25%	17%	18%	20%
<b>Religion not stated</b>	8%	9%	8%	7%	8%
<b>Muslim</b>	0%	2%	0%	0%	1%
<b>Hindu</b>	0%	1%	0%	0%	0%
<b>Sikh</b>	0%	1%	0%	0%	0%
<b>Any other religion</b>	0%	1%	0%	0%	0%
<b>Buddhist</b>	0%	0%	0%	0%	0%
<b>Jewish</b>	0%	0%	0%	0%	0%

Source: Census 2001

### ***Unemployment***

Unemployment levels across the West of England are generally low and below the national average. The average across the sub-region is 5.3% compared to 7.1% for England as a whole. The unemployment rate amongst men is higher than it is amongst women (5.7% and 4.8% respectively).

**Table 5: Unemployment rate, 2008-2009**

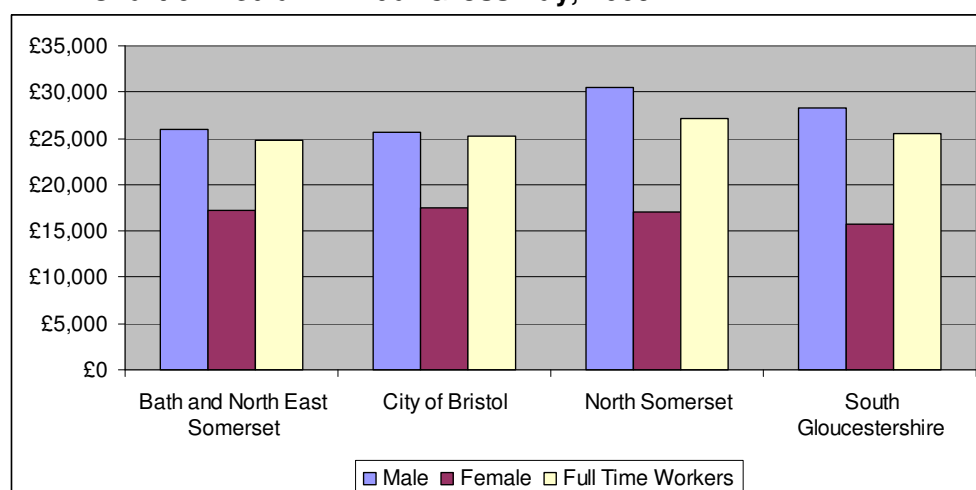
	All people - working age	Males - working age	Females - working age
Bath and North East Somerset	5.0	5.6	4.2
City of Bristol	6.0	6.4	5.5
North Somerset	4.9	4.6	5.4
South Gloucestershire	4.6	5.6	3.4
<b>West of England</b>	<b>5.3</b>	<b>5.7</b>	<b>4.8</b>

Source: Nomis

### **Income**

Income levels across the four local authorities are relatively high, with North Somerset recording the highest median annual pay in the sub-region. North Somerset also has the biggest gap between male and female pay. In general, women workers earn significantly less than their male counterparts across the sub-region (Chart 6).

**Chart 6: Median Annual Gross Pay, 2009**



Source: Nomis

### **Deprivation**

This section uses the Index of Multiple Deprivation (IMD) to assess deprivation in the four West of England local authority areas against the rest of the country. The IMD combines seven indicators (Income, Employment, Health Deprivation and Disability, Education Skills and Training, Barriers to Housing and Services, Crime and Living Environment) chosen to cover a range of economic, social and housing issues into a single deprivation score for each local authority areas in England. This allows each area to be ranked relative to one another according to their level of deprivation. A rank of 1 is given to the most deprived local authority.

The local authorities of Bath and North East Somerset, North Somerset and South Gloucestershire are ranked relatively low on

the IMD. However Bristol is ranked considerably higher as the 64th most deprived local authority in the country (Table 7).

**Table 7: Index of Multiple Deprivation, 2007**

LOCAL AUTHORITY	AVERAGE SCORE	RANK OF AVERAGE SCORE
Bath and North East Somerset	11.47	272
Bristol	27.76	64
North Somerset	15.01	215
South Gloucestershire	9.58	308

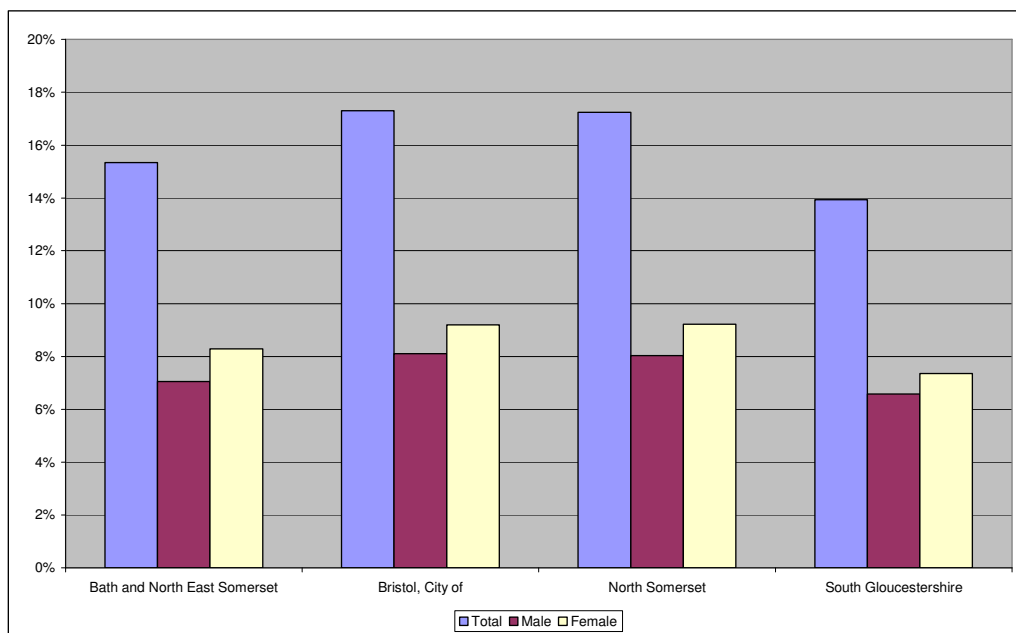
Source: IMD, Department for Government and Local Communities, 2007

### **Health and Disability**

On the health deprivation and disability index the majority of lower level super output areas (LSOAs) in the four local authorities are ranked among the 25% least deprived. There is however a concentration of health deprivation and disability in Bristol with higher levels also visible in Weston-super-Mare in the west of North Somerset.

Data from the 2001 census shows there were 25,200 people with limiting long term illnesses in Bath and North East Somerset, 64,083 in Bristol, 31,871 in North Somerset and 33,798 in South Gloucestershire equating to approximately 15%, 17%, 17% and 14% of the population respectively.

**Chart 8: Limiting long term illnesses, 2001**



Source: Census 2001

1.3

### **Baseline summary**

Overall the West of England is a prosperous area and that is reflected in its socio-economic indicators reviewed above (e.g.

high levels of income, low levels of unemployment and deprivation etc).

However, the sub-region also contains areas of considerable deprivation and vulnerable community groups, such as those on low incomes, the unemployed, the disabled and those with ill health. Bristol, as the sub-region's main urban centre faces the greater socio-economic challenges.

It is imperative therefore that central government and the local authorities pursue policies that aim to minimise inequality amongst people and maximise the opportunities offered to the most vulnerable social groups to improve their quality of life. It is against this backdrop that this equality impact assessment takes place.

## 2

# Impact assessment

### 2.1

#### ***Introduction***

The Joint Local Transport Plan 3 aims to improve transport in the West of England, make travel faster, easier and safer, support economic growth, promote equality of opportunity and improve the quality of people's lives.

Although transport improvements and new strategies are likely to aid in development, it is important to ensure that no minority or vulnerable group (Equality group) of the society is adversely affected by the proposals. The transport plan options are likely to affect people of all sexual orientation alike. For this reason, the assessment does not specifically consider the sexual orientation equality group i.e., only 5 of the 6 equalities group named in section 1.1 are assessed.

Instead, as the region suffers from pockets of deprivation (income and employment), the unemployed group is added to the equalities group in this assessment.

#### **Assessment methodology**

The JLTP3 is being prepared in stages, and this report presents the equality impact assessment results of the preferred strategy. The previous version of the report highlighted initial Equalities Impact Assessment screening stage results of the draft JLTP3 chapters 1 to 3 (December 2009). The objectives and goals defined for the JLTP3 were assessed for their impact across the equalities groups. In order to enhance understanding of the assessment, the results were discussed with a key stakeholder group comprising of equality officers from Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire. The key outcome of the discussions was that in principle the goals and objectives may benefit the identified equality groups; however a definitive assessment is possible only when further details or information to determine the impact is made available. It was recommended by the equalities officers that the assessment should make use of a colour code of Red, Amber and Green, in addition to the positive and negative scores, in order to highlight areas where greater consideration of equalities issues may be required as part of the implementation.

The following table provides an explanation of the refined assessment key. This refined assessment methodology has now been used to appraise the JLTP3 Preferred Strategy and results presented in Table 2.2.

**Table 2.1: Assessment key**

Green - positive impact	Red - negative impact
Amber - positive impact likely if the recommendations are incorporated	Blue - uncertain how the strategy will affect the equality group

**Summary results**

Overall, the Plan should have a positive impact for everyone living, working or visiting the West of England. Some of the area’s most vulnerable groups will particularly benefit, especially:-

- people without access to a car;
- those requiring easier access to employment, education health and other services;
- children and the elderly that will benefit from a cleaner and safer environment; and
- deprived communities that could benefit from the regeneration impacts of major transport infrastructure investments.

No significant potential adverse impact has been identified, however some positive effects identified with the ‘amber’ colour code are likely to shift to negative, if the strategy is not refined to explicitly include mitigative measures. For example, the JLTP3 states that all the plans and strategies will be DDA compliant and that posing a limit to car reliance will be balanced with options such as demand responsive travel schemes for rural areas to include the groups who are dependent on private vehicle travel. Although positive, the JLTP3 strategy does not explicitly include urban population with disabilities. For this reason, the assessment assigns a positive score, but with amber code, assuming a condition that if the suggested mitigation measure, or suitable mitigation option is included, a green positive score may be assigned and if mitigation is not incorporated, the score will shift to a negative.

The matrix below summarises its themes, objectives, equality impacts and suggests mitigation actions where adverse impacts are identified.

For the purpose of this assessment the term Equality impact refers to the impacts the plan is likely to have on one or more of the five equality groups.

**Table 2.2 LTP3 Preferred Strategy Equalities Impact Assessment Screening**

Goal	Objective	Impact: Positive [+], Negative [-] or Neutral						Reasons	Mitigation measures/ Recommendation
		Race	Gender	Disability	Unemployed	Faith	Age		
Reduce carbon emissions	Reduce greenhouse gas emissions							The Equality of Opportunity strategies positively acknowledge the need to incorporate requirements of people with mobility issues, particularly future plans for demand responsive transport in rural areas. As there is no explicit indication that the option includes urban areas, an amber colour is assigned.	Although implicit from the background evidence and strategy sections, an explicit statement that the mobility of any disabled person will not be compromised is recommended. The demand responsive transport plans should include urban as well as rural areas.
	Resilient and adaptable transport network							No particular equality impact	Community severance may occur as a consequence of extreme weather events such as snow, hurricane or melting of road tarmac hindering transport. In addition to working a programme to reduce the vulnerability as discussed in the strategy, a response strategy to assist people with mobility issues should be included
Support Economic Growth	Tackle congestion and improve journey times							Reduced congestion will make travelling easier and safer for people with disabilities, children and elderly people	

Goal	Objective	Impact: Positive [+], Negative [-] or Neutral						Reasons	Mitigation measures/ Recommendation
		Race	Gender	Disability	Unemployed	Faith	Age		
	Promote use of alternatives to the private car							This will benefit all people without access to a car. This typically includes the poor and unemployed as well as the young and the elderly. Assuming that the strategy is likely to provide suitable alternate options for any person with disability who is car reliant in the region the effect may be positive on the disability group. However an explicit statement to reflect the recommendation alongside is suggested	The integration of transport services including park and ride may affect people with disabilities who are car reliant. The plan should make provisions to ensure easy access and navigation to and from public transport interchanges, including park and ride sites.
	Encourage more sustainable patterns of travel behaviour							The strategy under supporting economic growth discusses possible extension of concessionary fares to a wider age group	The strategy towards achieving this objective may be strengthened by permitting cycles on trains and buses, thus helping transport services integration
	Support delivery of houses and jobs through the emerging core strategies							Housing growth will benefit people that are not currently on the housing ladder. This often includes the unemployed and young adults. Employment growth will benefit those seeking employment opportunities, primarily the unemployed; however the effect is dependent on the location, skill to the extent to which work and home locations are connected	Create new communities in proximity to existing communities and to public transport services.
	Access to employment growth areas							This will make it easier for people to access employment opportunities	Ensure accessibility is via a regular and reliable public transport system

Goal	Objective	Impact: Positive [+], Negative [-] or Neutral						Reasons	Mitigation measures/ Recommendation
		Race	Gender	Disability	Unemployed	Faith	Age		
	Manage demand through highway improvement, management and maintenance							Parking restrictions proposed under the demand management strategy may affect people with mobility issues that are car reliant.	Safeguard disabled parking spaces or ensure alternative travel options maintain or enhance mobility for disabled groups.
	Increase capacity and reliability of local and national transport networks							This will benefit everyone, particularly people that rely more on public transport for their movements (such as the poor, the unemployed, the young and the elderly)	
	Maintain, manage and ensure best use of transport assets							If the assets are illuminated and well connected to busy areas, crime rates are likely to reduce Assuming all transport services assets are DDA compliant and they take into consideration mobility of the disabled, such as low level buses and bus stops positive effect is likely on the disabled equality group.	Ensure all transport schemes are DDA compliant.
<b>Better Safety, Health and Security</b>	Significantly reduce the number of road casualties							The strategy and supplementary document on Road Safety will have positive impact across all equality groups and more so for the young people	
	Achieve improvements for road safety for the most vulnerable users and sections of the community							Improved road safety will benefit everyone but especially disabled people, children and elderly people	Consider enhancement of the safety aspect for the disabled by including this equality group with the cyclists and pedestrians for whom number of safety related strategies are proposed

Goal	Objective	Impact: Positive [+], Negative [-] or Neutral						Reasons	Mitigation measures/ Recommendation
		Race	Gender	Disability	Unemployed	Faith	Age		
	Encourage more physically active travel							By encouraging active travel modes and deliberate reduction of car reliant services, people with mobility difficulties should not be affected. The JLTP3 includes demand responsive service in the strategy- a positive provided this service will ensure mobility of all people with disabilities is not made difficult.	Ensure that people with disabilities have alternative means of travel and that the promotion of more physically active travel does not limit their travel options.
	Crime and the fear of crime							The plan will have a positive effect across all the equality groups, and in particular those living in deprived areas.	Consider making specific reference to ways to address racial hate crime on public transport services (for example on late night or afternoon rural services)
	Improve air quality							Improved air quality will benefit everybody, particularly those affected by respiratory illnesses, children and elderly people	
	Improve accessibility to health services							Improving access to health services will benefit those who frequently use such services especially the disabled and elderly	
	Improve accessibility to employment and other local services							Improving access to employment opportunities will benefit the unemployed and people living in areas of deprivation	

Goal	Objective	Impact: Positive [+], Negative [-] or Neutral						Reasons	Mitigation measures/ Recommendation
		Race	Gender	Disability	Unemployed	Faith	Age		
<b>Promote Equality of Opportunity</b>	Assist neighbourhood renewal and the regeneration of deprived areas							Supporting regeneration in deprived areas will benefit the unemployed living in these areas, particularly from the rural wards that have limited accessibility to public transport services	
	Improve access to services for rural and remote area residents							This will be of particular benefit to the unemployed, the disabled and the elderly living in remote or rural areas as it will give them easier access to employment opportunities and health services. If some BMEs shift from urban to rural areas for living cost and employment reasons, strengthening rural-urban transport will help such BMEs maintain links with their existing community in the urban areas	
	Reduction in commercial bus network and cost of fares							More affordable public transport will be especially beneficial to the unemployed and the elderly	
	Disability Discrimination Act compliant transport network							This will be directly beneficial to people with disabilities	
<b>Improve quality of life and a healthy natural environment</b>	Minimise the impact of transport on the natural and historic environment							In the process of minimising the transport impact there may be pressure to limit transport services to certain areas. As	Ensure that all areas are accessible by a range of transport modes and that no people are left isolated in the effort to preserve the natural

Goal	Objective	Impact: Positive [+], Negative [-] or Neutral						Reasons	Mitigation measures/ Recommendation
		Race	Gender	Disability	Unemployed	Faith	Age		
								discussed earlier unless it is ensured that any disabled member will have access to a demand responsive transport, the positive impact may not be completely felt across the identified equality groups	and historic environment.
	Reduce the number of people exposed to high levels of transport noise							No particular equality impact	
	Enhance streetscape, public spaces and the urban environment							It is unknown as to how sharing of the space between some equality groups (elderly and the disabled) and the rest of the public will be addressed. For example conflicts are likely if a same track is used by cyclists/ pedestrians and disabled motor vehicles. Assessment will be dependent on the details developed for each case	
	Promote better access to leisure activities and the countryside							Better access to leisure activities will benefit mostly the young and the elderly as well as people with disabilities	
	Enhance journey experience							No particular equality impact	

## 3

### Next steps

The draft JLTP3 is to be consulted upon for a period of 12 weeks beginning in July 2010. Following the consultation it is likely that refinement of the current preferred strategy would be required to reflect feedback. It is recommended that the mitigation ideas presented in this report are considered during this refinement, and the next stage JLTP3 document should be assessed again for its equalities impact using the methodology described in chapter 2.

The main purpose of this re-assessment will be to reassign the assessment scores based upon any further details or amendments that may be incorporated in the detailed JLTP3 document.